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FOR ASSISTANT SECRETARY HARTMAN FROM AMBASSADOR

E.O. 11652: N/A

TAGS: OGEN, UR

SUBJECT: EMBASSY RESOURCE REQUIREMENTS

REF: A. STATE 32826; B. MOSCOW 4403;

1. SUMMARY: THE PRIORITY OF U.S.-SOVIET RELATIONS, AS DESCRIBED IN THE ANNUAL POLICY ASSESSMENT (REF B), REQUIRES THAT SUBSTANTIAL IMPROVEMENT BE MADE IN EMBASSY MOSCOW'S CAPABILITIES TO SUPPORT THE NEWLY EXPANDED RANGE OF USG ACTIVITIES. TO MEET CRITICAL NEEDS FOR SPACE AND BETTER FACILITIES, A CONCERTED EFFORT SHOULD BE MADE TO ACCELERATE PROGRESS ON THE NEW EMBASSY COMPLEX. REQUIREMENTS FOR ADDITIONAL PERSONNEL IN THE POLITICAL, SCIENCE AND TECHNOLOGY, AND ADMINISTRATIVE SECTIONS ARE URGENT AND A COMPREHENSIVE STAFF EXPANSION PROGRAM SHOULD BE DEVELOPED TO MEET THESE NEEDS. END SUMMARY.

2. THE ANNUAL POLICY ASSESSMENT (REF B) AGAIN POINTS UP THE INADEQUACIES OF THIS EMBASSY'S RESOURCES WHEN MEASURED AGAINST THE SOVIET UNION'S CENTRAL IMPORTANCE IN OUR NATION'S FOREIGN POLICY. WITH NEW RELATIONSHIPS DEVELOPING RAPIDLY ACROSS A BROAD FRONT, WE REMAIN HAMPERED BY THE SEVERLY CRAMPED CONDITIONS OF OUR PRESENT CHANCERY AND BY STAFF SHORTAGES IN SEVERAL KEY AREAS.

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THE PRIORITY OF SOVIET AFFAIRS WARRANTS MAJOR EFFORTS TO

INCREASE PERSONNEL AND ACCELERATE CONSTRUCTION OF THE NEW EMBASSY COMPLEX. BOTH THESE STEPS WERE STRONGLY SUPPORTED BY THE JANUARY 1975 INSPECTION REPORT ON CONDUCT OF RELATIONS WITH THE USSR.

3. AS FOR THE NEW EMBASSY, WHILE PLEASED WITH THE INITIAL DESIGN, I AM CONCERNED ON THE BASIS OF LIMITED INFORMATION AVAILABLE THAT THE PROJECT IS NOT PROGRESSING WITH THE SPEED AND CLOSE COORDINATION MERITED BY ITS MAGNITUDE AND IMPORTANCE. WE WILL LOSE VALUABLE GROUND IF THE NEXT PHASE OF DESIGN WORK DOES NOT PROCEED IMMEDIATELY AND IF CONGRESSIONAL FUNDING IS NOT SECURED IN THE NEAR FUTURE. BEYOND THE QUESTION OF OUR OWN NEEDS, WE FACE POTENTIALLY SERIOUS POLITICAL PROBLEMS IF WE LAG BEHIND THE SOVIETS WHO APPARENTLY HAVE PREPARATIONS FOR GROUND-BREAKING ALREADY WELL IN HAND. THE INSPECTORS RECOMMEND A DEPARTMENTAL TASK FORCE TO PULL PARTICIPATING OFFICES TOGETHER AND MOVE THE PROJECT FORWARD, AND I HAVE SUPPORTED THIS SUGGESTION IN A MESSAGE TO EAGLEBURGER.

4. WITH RESPECT TO THE EMBASSY'S CURRENT PERSONNEL REQUIREMENTS I AM FORWARDING BY AIRGRAM A COMPREHENSIVE REVIEW OF NEEDS PROJECTED THROUGH 1978. AS DETAILED IN THAT STUDY WE ARE CRITICALLY SHORTHANDED IN THREE AREAS:

A. POLITICAL SECTION: TO PROVIDE THE KIND OF INFORMATION AND ANALYSIS NEEDED IN WASHINGTON AND TO EXPLOIT NEW OPPORTUNITIES OPENED BY DETENTE, THE INTERNAL SECTION SHOULD BE INCREASED FROM ITS PRESENT COMPLEMENT OF TWO FULL-TIME REPORTING OFFICERS TO FOUR, ADDING ONE AS SOON AS POSSIBLE, THE SECOND IN FY-76. THE EXTERNAL SECTION, NOW COMPRISING FOUR OFFICERS SHOULD BE AUGMENTED BY ONE ADDITIONAL POSITION IN FY-77 TO HANDLE MORE EFFECTIVELY UN AND OTHER MULTILATERAL AFFAIRS.

B. SCIENCE AND TECHNOLOGY SECTION: THE BURGEONING OF BILATERAL COOPERATIVE ACTIVITY FOLLOWING ON SUMMIT AGREEMENTS HAS LITERALLY OVERWHELMED THE TWO OFFICERS AND ONE SECRETARY IN THIS SECTION. TO COPE WITH THEIR LIMITED OFFICIAL USE

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COORDINATION AND SUPPORT RESPONSIBILITIES A THIRD OFFICER IS NEEDED IMMEDIATELY, A FOURTH OFFICER AND SECOND SECRETARIAL POSITION IN FY-76 AND FY-77 RESPECTIVELY.

C. ADMINISTRATIVE SECTION: DEMANDS FOR ADMINISTRATIVE SUPPORT HAVE RISEN IN PROPORTION TO THE GENERAL AND RAPID INCREASE IN USG ACTIVITY. A CORRESPONDING AUGMENTATION OF STAFF IS NOW URGENTLY NEEDED TO IMPROVE

DAILY OPERATIONS (INCLUDING SERVICES TO VISITING VIPS, DELEGATIONS AND EXHIBITS) AND PREPARE FOR KIEV AS WELL AS THE NEW EMBASSY. WE PROPOSE ADDING IN FY-76 AN ADMIN SECRETARY, A B&F CLERK AND AN "LIR" SECRETARIAL POSITION IN GSO: IN FY-77 AN ASSISTANT GSO, ASSISTANT SY OFFICER AND A SEABEE BUILDER; IN FY-78 A RESIDENT STAFF (3) TO OVERSEE NEW EMBASSY CONSTRUCTION.

5. I WOULD URGE THAT STAFFING INCREASES BE APPROACHED AS A "PACKAGE", RATHER THAN THROUGH PIECEMEAL ADDITIONS. AN EARLY DEPARTMENT COMMITMENT IN PRINCIPLE TO A WELL-DEFINED EXPANSION PROGRAM WILL PROVIDE THE LEAD TIME ESSENTIAL TO RATIONAL RECRUITMENT (AND LANGUAGE TRAINING WHERE NECESSARY) OF TOP-QUALITY PERSONNEL. I REALIZE THAT THE REQUIREMENTS SET FORTH IN PARA 3 ABOVE ARE POSSIBLY BEYOND THE CAPACITY OF THE BUREAU ALONE TO FULFILL. IF THIS IS THE CASE, I WOULD SUGGEST THE BUREAU APPROACH M FOR THE RESOURCES REQUIRED, COMBINING IN ONE PACKAGE THE NEEDS OF EMBASSY MOSCOW AND EUR/SOV. THE RECENT INSPECTION REPORT'S EMPHASIS ON THE IMPORTANCE OF EARLY AND SUBSTANTIAL STAFF INCREASES WOULD SUPPORT THIS TACK. CONCURRENTLY IT WILL BE NECESSARY TO EXERT STRONG POLITICAL PRESSURE ON THE SOVIETS IN WASHINGTON TO ASSURE PROVISION OF REQUISITE HOUSING PHASED TO OUR PERSONNEL PROJECTIONS.

6. A STAFF EXPANSION ON THE SCOPE PROPOSED ABOVE WOULD REQUIRE POST BUDGET INCREASES ON THE ORDER OF SEVEN PERCENT IN BASE LEVELS IN EACH OF THE NEXT TWO FISCAL YEARS,-- ABOUT \$150,000 IN FY-76 AND A FURTHER \$200,000 IN FY-77, PLUS INITIAL HOUSING ACQUISITION COSTS. WE ARE ALSO EXAMINING SEVERAL IDEAS, INCLUDING INSPECTION RECOMMENDATIONS FOR IMPROVING PERFORMANCE THROUGH SUCH PROGRAMS AS EXPANDED USE LIMITED OFFICIAL USE

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OF LOCAL EMPLOYEES, LABOR-SAVING EQUIPMENT, LIMITED MODIFICATIONS TO OUR CHANCERY AND BETTER LIVING CONDITIONS IN THE INTEREST OF MORALE. AS SPECIFIC PROPOSALS ARE SUBMITTED WE WOULD HOPE THE DEPARTMENT WILL GIVE THEM PRIORITY ATTENTION COMMENSURATE WITH THE IMPORTANCE OF OVERALL POLICY OBJECTIVES THEY SUPPORT. THE STAKES INVOLVED IN U.S.-SOVIET AFFAIRS ARE SUCH THAT WE SHOULD BE ABLE TO INSULATE THE CONDUCT OF OUR RELATIONS FROM THE LURCHES OF TEMPORARY BUDGET FREEZES AND SHORT-SIGHTED PROGRAM CUTBACKS OR DELAYS.

7. KIEV IS NOT INCLUDED IN THE FOREGOING ON THE ASSUMPTION THAT ITS STAFFING AND BUDGET REMAIN AS PROJECTED IN EARLIER DEPARTMENT DECISIONS. AS FOR LENINGRAD NO FURTHER AMERICAN STAFF INCREASE IS CONTEMPLATED BEYOND THE ESTABLISHMENT OF ONE LIR CLERICAL POSITION IN GSO, NOW

BEING EXPLORED SEPARATELY WITH THE DEPARTMENT. AS WITH
THE EMBASSY ITSELF, I WOULD HOPE THAT BOTH POSTS
WILL BE ACCORDED ALL POSSIBLE SUPPORT TO ENABLE THE LEVEL
OF ACTIVITY DEMANDED BY THE PRIORITY OF OUR OBJECTIVES.
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